

## Message Text

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O 091428Z JAN 76  
FM SECSTATE WASHDC  
TO USMISSION GENEVA IMMEDIATE

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E.O. 11652: N/A

TAGS: ILO, ELAB, SZ

SUBJECT: LETTER OF TRANSMITTAL TO ILO

1. IN ACCORDANCE WITH PERSONS/ABRAMS TELCON OF JANUARY 7 PLEASE REPRODUCE THE FOLLOWING LETTER FROM PERSONS TO DR. LOUIS EMMERIJ OF THE ILO AND DELIVER IT TO EMMERIJ WITH THE MATERIALS DR. S. PAUL EHRLICH WAS GOOD ENOUGH TO DELIVER TO AMBASSADOR DALE'S OFFICE ON JANUARY 8.

2. ALSO, PLEASE ATTACH COPY OF THE PERSONS TO EMMERIJ LETTER TO A SET OF THE MATERIALS CARRIED TO THE GENEVA MISSION BY DR. EHRLICH, AND DELIVER TO ILO/DG FRANCIS BLANCHARD WITH THE FOLLOWING NOTE FROM PERSONS:

-- "I AM FORWARDING FOR YOUR INFORMATION A COPY  
--- OF MY LETTER AND ITS ENCLOSURES TO DR. EMMERIJ  
-- CONCERNING PREPARATIONS FOR AND THE CONDUCT  
-- OF THE WORLD EMPLOYMENT CONFERENCE."

3. THE TEXT OF THE PERSONS TO EMMERIJ LETTER READS AS FOLLOWS:

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DR. LOUIS EMMERIJ, CHIEF  
EMPLOYMENT AND DEVELOPMENT DEPARTMENT  
INTERNATIONAL LABOR OFFICE  
GENEVA, SWITZERLAND

DEAR LOU:

OUR DISCUSSIONS OF WEDNESDAY, DECEMBER 17, BOTH AT THE MORNING MEETING WITH U.S. GOVERNMENT AND EMPLOYER REPRESENTATIVES AND AT THE LUNCH, WHICH JIM QUACKENBUSH AND I ENJOYED HAVING WITH YOU AND MRS. HOINKES, HIGHLIGHTED THE MORE SERIOUS QUESTIONS WE HAVE CONCERNING THE WORLD EMPLOYMENT CONFERENCE.

YOU HAVE ASKED FOR OUR COMMENTS IN WRITING. I AM ENCLOSING THREE DOCUMENTS:

THE FIRST IS A SUMMARY OF OUR WEDNESDAY MORNING MEETING. WHILE THIS INCLUDES THE EMPLOYERS' REMARKS, THIS SUMMARY WAS NOT CLEARED WITH THEM AND DOES NOT REPRESENT AN OFFICIAL STATEMENT OF THEIR VIEWS.

THE SECOND IS A STATEMENT COVERING POINTS CONCERNING YOUR FIRST DRAFT OF THE REPORT FOR THE CONFERENCE (THE "BLUE BOOK") WHICH WERE NOT DISCUSSED IN DETAIL AT THAT MEETING.

THE THIRD IS A STATEMENT ELABORATING IN SOME DETAIL THE PROBLEM WE HAVE WITH THE DRAFT STANDING ORDERS OF THE CONFERENCE, AS RELATED TO OUR CONCERN, EXPRESSED IN OUR LETTER OF INTENT TO WITHDRAW FROM THE ILO, OVER THE POLITICIZATION OF THE ILO.

I THINK THAT OUR DISCUSSIONS AND THE ENCLOSED MATERIALS REFLECT OUR GRAVE RESERVATIONS ABOUT THE USEFULNESS OF THE CONFERENCE AS YOU NOW PRESENT IT, AND OUR CONCERN THAT IT MAY VERY WELL FURTHER EXACERBATE THE RELATIONSHIP BETWEEN THE UNITED STATES AND THE ILO.

AT THE CLOSE OF WEDNESDAY MORNING'S MEETING YOU  
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EXPRESSED REGRET THAT WE HAD NOT PRESENTED YOU WITH POLICY RECOMMENDATIONS, AND THE HOPE THAT OUR WRITTEN COMMENTS WOULD INCLUDE SUCH RECOMMENDATIONS. I BELIEVE THAT, IN ADDITION TO SUBSTANTIVE COMMENTS ON THE DRAFT REPORT, WE DID MAKE POLICY RECOMMENDATIONS CONCERNING THE SCOPE AND THE WORK OF THE CONFERENCE.

I WOULD SUMMARIZE OUR PRINCIPAL POLICY SUGGESTIONS AS

FOLLOWS:

1. THAT THE CONFERENCE BE ORGANIZED AND RUN AS A TECHNICAL CONFERENCE, AND THAT STEPS BE TAKEN TO ASSURE, AS FAR AS POSSIBLE, THAT IT NOT BECOME EMBROILED IN FREE-WHEELING DEBATES ON SWEEPING POLITICAL AND ECONOMIC ISSUES GOING FAR BEYOND THE MANDATE AND COMPETENCE OF THE ILO.

2. THAT THE CONFERENCE NOT ATTEMPT TO "PIONEER" A NEW DEVELOPMENT STRATEGY AND RESTRUCTURE THE WORLD. EVEN WERE THE BROAD POLICY PRESCRIPTIONS IN THE DOCUMENT BETTER SUPPORTED BY THEORY AND BY EVIDENCE, WE THINK THE DISCUSSIONS AND CONCLUSIONS SHOULD BE MORE MODESTLY PHRASED AND MORE REALISTIC. WE BELIEVE THIS CONFERENCE IS NOT THE APPROPRIATE FORUM TO, AS THE DIRECTOR GENERAL HAS SAID, "GIVE ADDITIONAL INDICATIONS FOR THE REORIENTATION OF THE WHOLE UNITED NATIONS FAMILY." NOR WOULD WE CONSIDER SUCH AN EFFORT IN THE UNITED NATIONS WITHOUT A BETTER LIKELIHOOD OF WIDESPREAD ACCEPTANCE OF THE STRATEGY BY UN AGENCIES MORE DIRECTLY RESPONSIBLE FOR DEVELOPMENT THAN THE ILO.

3. THAT THE CONFERENCE FOCUS ON THE CONTRIBUTION THE ILO CAN MAKE TO THE DEVELOPMENT PROCESS IN THE EMPLOYMENT AREA FROM THE WEALTH OF ITS KNOWLEDGE AND EXPERIENCE. AN ANALYSIS OF SUCCESSES AND FAILURES WITH THE WORLD EMPLOYMENT PROGRAM AND WITH RURAL DEVELOPMENT, IN PARTICULAR, COULD THROW SOME LIGHT ON THE EMPLOYMENT PROBLEM. THE CONFERENCE PROVIDES AN EXCELLENT OPPORTUNITY FOR AN EXCHANGE OF VIEWS AMONG NATION STATES ON UNEMPLOYMENT AND UNDEREMPLOYMENT WHICH WOULD CONTRIBUTE TO AN UNDERSTANDING OF THE

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PROBLEM AND SUGGEST NEW INITIATIVES FOR SOLVING IT.

4. THAT THE IMPORTANT CONCERNS AND RESPONSIBILITIES OF THE ILO FOR HUMAN RIGHTS BE GIVEN GREATER EMPHASIS IN THE WORK OF THE CONFERENCE.

THE UNITED STATES OF COURSE SUPPORTS RAISING THE LIVING STANDARDS OF THE POOR AND THE EXPANSION OF PRODUCTIVE EMPLOYMENT OPPORTUNITIES TO HELP ACCOMPLISH THIS. THE U.S. AGREES WITH MUCH THAT HAS BEEN SAID ON THE PROBLEM OF UNEMPLOYMENT AND UNDEREMPLOYMENT AND, INDEED, HAS GEARED MANY OF ITS POLICIES AND PROGRAMS, INCLUDING ITS AID PROGRAMS, IN DIRECTIONS INDICATED IN THE DOCUMENT.

AS OF JANUARY 1, THE U.S. UNILATERALLY ELIMINATED TARIFFS ON MORE THAN 2,700 ITEMS. THIS WILL PERMIT BENEFICIARY DEVELOPING COUNTRIES TO COMPETE ON A PREFERENTIAL BASIS FOR A U.S. IMPORT MARKET VALUED AT \$25 BILLION, BASED UPON 1974 U.S. IMPORTS. THE U.S. IS COMMITTED TO REDUCING TRADE BARRIERS IN THE MTN AND IS PLEDGED TO CONSIDER SPECIAL AND DIFFERENTIAL TREATMENT FOR DEVELOPING COUNTRIES WHERE THIS IS FEASIBLE. WE ALSO HAVE DEVELOPED, AS YOU KNOW, THE LARGEST ADJUSTMENT ASSISTANCE PROGRAM IN THE WORLD TO EASE THE EFFECT OF IMPORTS ON THOSE INJURED BY THEM IN OUR WORK FORCE. THE EXISTENCE OF THIS PROGRAM FACILITATES LIBERALIZATION OF TRADE BY REDUCING DOMESTIC PRESSURE FOR TRADE RESTRICTIONS.

ON A MORE PERSONAL NOTE, I APPRECIATED RECEIVING YOUR LETTER OF CHRISTMAS EVE. I HOPE THAT YOUR REFLECTIONS, UNDER YOUR "PRIVATE CHRISTMAS TREE," ON YOUR WASHINGTON EXPERIENCE DID NOT INHIBIT YOUR ENJOYMENT OF THE CHRISTMAS SPIRIT.

I CAN UNDERSTAND YOUR DISAPPOINTMENT OVER "THE CONSISTENTLY NEGATIVE ATTITUDES" THAT WERE TAKEN BY ALL PARTICIPANTS AT OUR MEETING ON THE 17TH. I THINK, HOWEVER, THAT THIS SHOULD NOT HAVE BEEN TOO SURPRISING IN THE LIGHT OF THE RESERVATIONS ABOUT THE WORLD

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EMPLOYMENT CONFERENCE THAT THE UNITED STATES HAS EXPRESSED IN THE ILO CONFERENCE AND IN THE GOVERNING BODY AND, IN PARTICULAR, DURING OUR PREVIOUS DISCUSSION WITH YOU IN WASHINGTON, AT OUR INVITATION, ON APRIL 14.

WE ARE LOOKING FORWARD TO YOUR NEXT DRAFT AND WISH YOU WELL IN THAT DIFFICULT UNDERTAKING. WE HOPE THAT IT WILL BE A MUCH MORE REALISTIC DOCUMENT, AND THAT THE POTENTIAL OF THIS CONFERENCE FOR ADVERSELY INFLUENCING THE ISSUES AND TRENDS IN THE ORGANIZATION WHICH ARE CRITICAL TO U.S./ILO RELATIONS WILL BE BORNE IN MIND IN ITS PREPARATION.

I SHOULD ADD AS A FOOTNOTE THAT THE ENCLOSED DOCUMENTS SUMMARIZE VIEWS OF THE VARIOUS U.S. GOVERNMENT AGENCIES WHICH PARTICIPATED IN WEDNESDAY MORNING'S DISCUSSION WITH YOU. THEY ARE FORWARDED FOR YOUR CONSIDERATION IN DRAFTING THE FINAL DOCUMENT AND IN PREPARING FOR THE CONFERENCE. OFFICIAL U.S. GOVERNMENT POSITIONS AT

THE CONFERENCE, OF COURSE, WILL BE BASED IN LARGE PART ON THE REVISED DOCUMENTS AND THOSE WHICH MAY ACCOMPANY

IT. SIMILARLY, OUR POSITION AT THE 199TH SESSION OF  
THE GOVERNING BODY ON THE DRAFT STANDING ORDERS OF THE  
CONFERENCE WILL BE BASED ON SUCH REVISIONS AS THE OFFICE  
PRESENTS TO THE GOVERNING BODY.

BEST REGARDS.

SINCERELY,

EDWARD B. PERSONS  
ASSOCIATE DEPUTY UNDER SECRETARY  
INTERNATIONAL AFFAIRS KISSINGER

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## Message Attributes

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